DOCUMENT RESUME

ED 186 686 CE 025 250

AUTHOR Banker, Nancy Sirmay
TITLE The Salida Valley Unified School District: A Case Study in Policy Making with Regard to the Award of Credit for Experience-Based Learning.
SPONS AGENCY Office of Education (DHEW), Washington, D.C.
PUB DATE 31 Jun 79
NOTE 54p.

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS Board of Education Policy; Career Education; Case Studies; *Credits; Decision Making; Educational Policy; *Experiential Learning; *Government Role; Government School Relationship; Independent Study; *Policy Formation; *School District Autonomy; School Policy; Secondary Education; *State School District Relationship; Work Experience Programs
IDENTIFIERS California (San Francisco Bay Area); Experience Based Career Education

ABSTRACT

This case study of a small suburban school district in the San Francisco Bay Area examines the interplay among individuals and groups within the district who make and implement policy decisions. The issue of awarding credit for experience-based learning focuses and directs the study. As an introduction to examination of the ways decisions are made, key policy makers (school board and district staff) are described. The transformation of proposals into approved programs is illustrated by following the district's experience-based educational programs--work experience, experience-based learning, independent studies, and outside-of-school experience--through the formal and informal decision-making channels. A discussion of the impact of state policy on the local level considers Senate Bill 90 (which limited local school board revenue-raising ability), institution of collective bargaining with teacher's unions, and Proposition 13, which imposed extensive limitations on local budgets. A final section enumerates these conclusions: the local level must balance the demands of federal, state, and local levels; federal level impact has been minimal, but state level policy has restricted district behavior; local decision makers feel that their powers are limited and that state and federal decision makers do not understand local needs and concerns; and effective communication must be established among all levels. (YLB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED186686

The Salida Valley Unified School District:

A CASE STUDY IN POLICY MAKING WITH REGARD TO THE AWARD OF CREDIT FOR EXPERIENCE-BASED LEARNING

Nancy Sirmay Banker

7/31/79

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

CE 025 250

Prepared for the Office of Career Education, U.S. Department of Health, Education, and Welfare, Washington, D.C. Pursuant to Contract #300780431. The opinions expressed in this puplication do not necessarily represent the official view or opinions of the Office of Career Education or the U.S. Department of Health, Education, and Welfare.

Discrimination Prohibited

Title IX of the Education Amendments of 1972, Public Law 92-318 states:

> "No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving Federal financial assistance."

Title VI of the Civil Rights Act of 1964 states:

> "No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of or be subjected to discrimination under any program or activity receiving Federal financial assistance."

Section 504 of the Rehabilitation Act of 1972 states:

> "Any program or activity which receives Federal financial assistance 1) may not exclude qualified handicapped persons from aids, benefits or services; 2) must provide equal opportunity to participate or benefit; 3) must provide services as effective as those provided to the nonhandicapped; and 4) may not provide different or separate services except when necessary to provide equally effective benefits.

Therefore, any education program or activity receiving Federal financial assistance, or part of a larger entity which receives Federal financial assistance, must be operated in compliance with these laws.

The material in this publication was prepared pursuant to a contract with the U.S. Office of Education, Department of Health, Education and Welfare. However, points of view or opinions expressed do not necessarily represent the policy or position of the Office of Education.

ACKNOWLEDGEMENTS

I wish to thank the many people who helped me prepare this monograph. First I would like to thank the members of the Board and the staff of the Salida Valley Unified School District.* I would name each of you if I could. Sid High, my program officer at the Office of Career Education, has been patient and helpful through illness and extensions. Woody Clark provided very useful comments, especially helping me to shape my conclusion. As usual, Mary Bradish provided her sharp-eyed editorial expertise. Rick Banker gave me the time, space and support without which the study could not have been done. Finally, I owe a special thanks to John Lindia, Deputy Director of the Office of Career Education, who took interest in a seed of an idea, watered it and helped it grow.

*A pseudonym has been used to protect the anonymity of the people and organizations involved in the study.

CONTENTS

LIST OF EXHIBITS iv

INTRODUCTION 1

SCOPE OF THE STUDY 2

SALIDA VALLEY 3

DISTRICT POLICY MAKING STRUCTURE 6

THE SCHOOL BOARD 7

DISTRICT STAFF 11

EXPERIENCE-BASED LEARNING PROGRAMS IN SALIDA VALLEY UNIFIED SCHOOL DISTRICT 17

WORK EXPERIENCE AND SYEP 17

EXPERIENCE-BASED LEARNING (EXL) 20

INDEPENDENT STUDIES 24

OUTSIDE-OF-SCHOOL EXPERIENCE 27

IMPACT OF STATE POLICY ON THE LOCAL LEVEL 30

CONCLUSIONS 34

NOTES 38

APPENDIX 42

BIBLIOGRAPHY 45

LIST OF EXHIBITS

Exhibit		Page
1.	SALIDA VALLEY UNIFIED SCHOOL DISTRICT ETHNIC COMPOSITION: 1977-1978	5
2.	CURRENT SVUSD FORMAL DECISION MAKING STRUCTURE REGARDING EXPERIENCE-BASED LEARNING	17

Stable authority systems do not contain internal pressures for change and, therefore, will change only as a result of externally generated pressures. . . .[1]

INTRODUCTION

Educational policy making is an interactive process involving individuals and organizations at all levels of the political and governmental structure in the United States: local, state, and federal. Educators have begun taking greater and greater interest in this process, which is a political one, because of their need to access it at various points and to understand how it affects the implementation and operation of educational programs and services.

The hierarchical structure of policy making is such that decisions made by one group are to be carried out by another. Policies are interpreted and changed by those responsible for implementing them.

Out of a desire to better understand how policy is made and implemented at the local level, and to assess the impact of state and federal policy making on local decisions, I conducted a limited case study of a small suburban school district in the San Francisco Bay Area. The purpose of the study was to examine the interrelationships among various individuals and organizations within the district to determine how they interact in making and implementing policy decisions.

Because it has received national attention, the issue of awarding credit for experience-based learning was used to focus and direct the study. This issue has been linked with several efforts to institute change in the education system of the United States at both the secondary and post-secondary levels of education. It is associated with such concepts as

competency-based education and career education, and such programs as Experience-Based Career Education (EBCE), youth employment and training programs, and external degree programs.[2]

For the purposes of this study, experience-based learning refers to those high school programs that offer students opportunities to learn and to earn credit through activities occurring outside the classroom and off the school grounds. This definition includes such national programs as EBCE, work experience, and in-school programs authorized under the Comprehensive Employment and Training Act (CETA) of 1978. In addition to such national programs, several locally-developed ones meet this definition. These are discussed later (pp. 17 ff.)

SCOPE OF THE STUDY

The study was conducted in a small, suburban East Bay district about 40 miles south of San Francisco that serves approximately 5,200 students. The Salida Valley Unified School District (SVUSD)* contains one senior and one junior high school, a continuation school, and nine elementary schools.

Information was gathered through site visits to the high school and the district office; interviews of the staffs of experience-based programs, the high school principal, district special project and instructional administrators, the superintendent and assistant superintendent, and all members of the board; observations of board meetings, high school School Site Council meetings, and special sessions on the curriculum

---

*The names of people and places have been changed to preserve their anonymity.

decision-making structure of the district; and by reviewing some of the minutes of the school board and the high school Curriculum Forum.

The study was conducted by the author between April and July 1979 and was limited to experience-based education programs and policies at the secondary level. No attempt was made to examine intermediate or elementary programs, policies, or decision-making structures except insofar as they were part of a district-wide process. The author concentrated on the interplay among individuals and groups within the decision-making structure, on its formal and informal processes, and on how the system responded to the issue of awarding credit for experience-based learning. (See the Appendix for a more detailed discussion of methodology and data sources.)

SALIDA VALLEY

Salida Valley is an unincorporated area of some 50,000 residents who, for the most part, work in the large urban areas to its north and south. It is populated with people who left those cities to secure a more rural existence, to escape rising crime rates and ethnically changing neighborhoods, or to retire. It contains a largely white, middle-class population, with an affluent professional segment and a lower income, blue collar working-class group. Few residents are at or below the federally-defined poverty level.[3]

The average age in the Valley is 52.[4] As with other communities in the Bay Area, real estate values have skyrocketed. Older residents in Salida Valley keep their homes because they cannot afford to move. New residents--those who have the $100,000 price for the average home--have

established professional careers, often with two incomes in a single family, and few, if any, children. Young, newly-married couples cannot afford a Salida Valley home. As a result, the District student enrollment has declined by from 30 to 40 percent in the past ten years. Children under 18 comprise only about 10 or 12 percent of the total population, which means that fewer than one out of every five homes has children living in it.

As a result of declining enrollment (down 10.5 percent from February 1978 to February 1979), the district has been forced to reorganize twice in the past five years and is now planning another reorganization to take effect in the 1980-81 school year. The first reorganization disrupted the district, divided the community, and caused considerable hostility. Three elementary schools, three junior highs, and one senior high school were closed. One of the senior high schools was converted to a junior high. About two years later the junior high was changed from a 7-8 to a 7-9 school and the senior high limited to three grades (10-12)--a 6 + 3 + 3 structure.

The ethnic breakdown of students in the district, during 1977-1978, is provided in Exhibit 1 below.

Exhibit 1

Salida Valley Unified School District Ethnic Composition

1977-1978

Ethnicity	Percentage
American Indian/Alaskan	.5
Asian, Pacific Island	2.8
Black	1.0
Filipino	.4
Hispanic	5.8
White	89.5
	100.0

(These figures were provided by the District Pupil Personnel Services Office from their records.)

Because of this population breakdown, the District is not eligible for most federal monies, which are, by and large, targeted toward the economically and socially disadvantaged. It does have a special education and a small Comprehensive Employment and Training Act (CETA) program that operate on federal funds. But generally, Salida Valley does not have the characteristics necessary to warrant federal assistance. State education monies are much more evident in the district. Career education (for work experience and career exploration programs), Early Childhood Education, and School Improvement funds have all been sought and received by the district. (These programs are discussed on pages 17-24 and 30-33.)

Though the community directly served by the district is relatively homogeneous socioeconomically and ethnically, it is divided philosophically and politically. On one side is a small, articulate, "liberal" minority. On the other is a larger, equally articulate "conservative" group, while in the middle is a majority group of inactive, apolitical residents.

The Salida Valley School Board is the only elected governing body within the community. As an unincorporated area Salida Valley has no local government. It is served by the county government. Yet, as an indication of the extent to which Salida Valley residents stay out of politics, the Salida Valley county representative, until recently, resided in a city thirty miles to the north. Thus the community's most active members sit on the board, which is the focus of considerably more attention than is the case in cities with the full range of elected officials.

DISTRICT POLICY MAKING STRUCTURE

The district policy making structure includes the school board, which has ultimate authority, several district-wide groups, the superintendent and assistant superintendent, district program directors, the school principals, and several administrative and curriculum groups at each school. Because programs that award credit for experience-based learning are only offered to high school students, just those individuals and groups that make and implement policy affecting such programs have been studied. These include the:

- school board
- superintendent
- assistant superintendent
- secondary school improvement program project manager
- Secondary Administrative Council
- Curriculum Cabinet
- high school principal
- high school Management Team
- high school School Site Council
- high school Curriculum Forum
- staffs of experience-based programs

At Salida Valley High School students can choose to participate in the Camp and Recreation Leadership course, can enroll in independent studies, can petition credit for an outside-of-school experience, can enroll in work experience or school service during the school year or, if

eligible, in the Summer Youth Employment Program (SYEP) over the summer, or participate in the Experience-Based Learning (EXL) program. Each of these programs and courses encountered the decision making system of the district and each proceeded through it in a different manner. Before taking a closer look at the different ways decisions are made within the district, each of the key policy makers will be described.

THE SCHOOL BOARD

The Board of Education of the Salida Valley USD is composed of five members, each elected to a four-year term. The Board has two officers, a president and a clerk. It is staffed by a secretary who is also secretary to the district superintendent.

The Board meets at least once each month, more frequently when necessary--usually at the end of the school year when decisions for the coming year are being made. Members are paid $20.00 for each meeting attended up to a maximum of $80 per month. They receive no other remuneration.

Four members are elected at large. The fifth technically represents a specific geographical area--a former elementary school district that voted against unification in 1962 and again in 1963.

Salida Valley was originally part of a secondary school district that contained eight high schools, including Salida Valley High (established 1956). The elementary schools were members of several different elementary districts. In 1962 and 1963 the three participating communities voted to withdraw from those elementary and secondary districts to form three unified school districts (USD). The districts voting against

unification in 1963 were granted special representation on the board.

Historically, the Board has been conservative and reactive. It has not sought to initiate policy but has, instead, reacted to policies and decisions proposed by the district staff. It had, for example, failed to deal effectively with the crisis of decline facing the district in the early 1970's. This crisis became the catalyst for effecting some dramatic changes in the characteristics of the Board.

In the 1974 Board elections two current members ran for the first time. One was a newcomer to the area, having moved from out of state in order to take an administrative position with a nearby branch of the state university. This person, who had young children at the time and who became involved through them with the district's early childhood education (ECE) program, advocated open Board proceedings and actions and more parent and community involvement in education. The other person was a long-time resident with a record of community and political activity in the area. This member's election campaign addressed the need for Board initiation of action in identifying and solving district problems and advocated an attitude much more open to change and innovation (establishment of alternatives for students, seeking of outside funds, implementation of effective programs developed outside the district).

The election of these two members resulted in considerable change in the Board's method of operating. (This was almost unanimously reported by Board members in independent interviews.) The long-time resident was elected president of the Board, which tackled the reorganization of the district as its first task.

At the next election the oldest member of the Board--one who assumed an adversative role toward the district staff--sought re-election.

This candidate's campaign was opposed by at least one member who worked behind the scenes to defeat him.

Although the new Board changed its procedures and operating style, "its policies have changed little."[5] The Board still reflects the deep-rooted conservative viewpoint of its community. This conservative attitude is held by two quite different segments of the community: (1) an active, affluent, white-collar professional group of parents concerned that their children receive the kind of education they believe necessary to prepare them for college; and (2) a group of blue-collar working families who, for the most part, don't participate in the schools, but who do make their presence known on specific issues.

The Board is heavily representative of the professional, managerial middle- and uppermiddle-class portion of the community. The youngest member of the Board grew up in the area, attended local public schools, went to a prestigious private university across the Bay, and then returned to practice law. Another member is an administrator at the local branch of the state university. A third member of the Board is in a middle-management position at a major public utilities company in a large city north of Salida Valley. The fourth member is a self-described housewife whose local political role belies that title. Her involvement in local issues and problems relating to education, integration, and child welfare have often taken her to the state capitol. As a result she has developed many contacts among the state legislature, its staff and on the staffs of state offices. The fifth, and newest member of the Board, is sales manager for a sports and entertainment complex of the East Bay.

The political indifference of the working class members of the community was vividly illustrated for one Board member who conducted a door-to-door election campaign. The overwhelming response was a combination of disinterest and latent hostility. "In every home I was told much the same thing: 'I don't care what you do as long as you leave me and mine alone.'"[6]

The conservative bent of the community and its Board is expressed as resistance to innovative programs, emphasis on a traditional college-preparatory curriculum, and distrust of outside funding sources (state and federal) and the strings that inevitably accompany them. One member believes that special programs are developed not so much to benefit the students, but to assure the "upward mobility" of the teachers and administrators who advocate them.[7] Another Board member shares this belief, but expresses it as a positive quality:

> Personal motivation on the part of people in specially-funded programs helps the program, which is often an extra burden on staff. Because the district is small there is little district support for program people. Without the willingness of staff to make an extra effort, in part because of personal rewards for that effort, we would not be able to have these programs.[8]

Despite philosophical and political differences among the members of the Board, there is consensus on several points. The entire Board is concerned with making itself and its members accessible to the public. Members make a point of attending school functions and meetings. At least one member attends every parent meeting. Board meetings are conducted largely as open forums. The audience is free to ask questions and present viewpoints on specific issues. Board members believe that this open approach has two major results: (1) it provides them with information they might not otherwise get; and (2) it results in greater support for their

decisions because the community had an opportunity to influence them.

Board members also agree that enrollment decline presents the district with its most serious problem--a problem that has been compounded by the passage of Proposition 13. Finally, Board members concur that as often as possible decisions should be unanimous. Thus, while a single member might publicly state his or her objections to a decision, when the vote is taken the dissenting member will agree with the majority. This kind of process demands that regular and effective communication take place prior to public meetings and implies extensive lobbying by members with one another as well as by parents and district staff members.

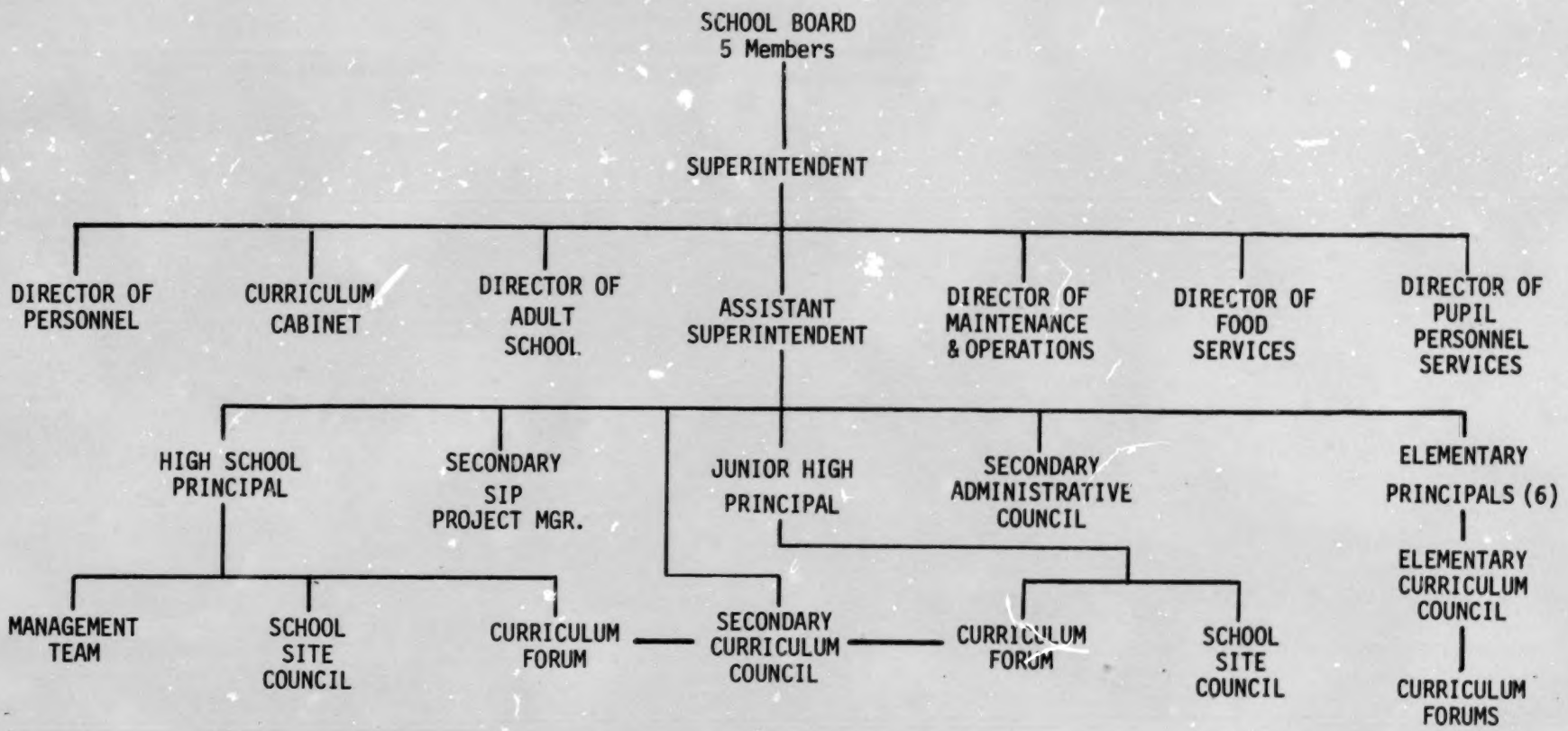
DISTRICT STAFF

The key central office positions affecting experience-based learning are: (1) the superintendent; (2) the assistant superintendent; (3) the secondary school improvement program (SIP) project manager; (4) the secondary instruction administrator; and (5) the assistant director of career and vocational education (the position of director was eliminated as of the end of 6/30/79). In addition to these positions, there are three district-wide groups that have authority over secondary curricula: the Secondary Administration Council; the Secondary Curriculum Council; and the Curriculum Cabinet. Exhibit 2 illustrates the formal decision making structure of the district.

The Secondary Curriculum Council reviews decisions made by the curriculum groups of the senior and junior high schools. The Curriculum Cabinet is a district-wide K-12 decision making body, but evidently has "rubber-stamped" decisions made by the Secondary (and Elementary) Curriculum Council. Both groups are empowered solely to address curricular

EXHIBIT 2

CURRENT SALIDA VALLEY UNIFIED SCHOOL DISTRICT FORMAL DECISION MAKING STRUCTURE REGARDING EXPERIENCE-BASED LEARNING



The Curriculum Cabinet is composed of members of each school's Curriculum Forum. It receives and considers recommendations from the Forums and makes recommendations to the Superintendent.

issues. On the other hand, the Secondary Administrative Council has much broader powers. The assistant superintendent, the SIP project manager, the secondary instruction administrator, and the junior and senior high school principals--the most powerful positions and individuals on the district staff--comprise its membership. Generally speaking, unless a proposal has the backing of this group (either formally or informally) it will not become policy.

At the high school, policies are made by three major groups: the Management Team, the Curriculum Forum, and the School Site Council. The school principal is a member of all three. The school improvement project manager is a member of the Management Team and also serves as staff to the School Site Council. The first two groups were created by the school, while the third was mandated by AB65, a California Assembly bill that deals with school finance, minimum competencies, and school improvement.* Districts that receive funds under this legislation must establish School Site Councils (SSC) composed of representatives of teachers, other school personnel, parents, pupils (at the secondary level only) and the school principal. There must be equal numbers of school staff and non-staff (i.e., parents and students) on the committee. The SSC is responsible for assessing the needs of the school, preparing a written plan for meeting those needs, and, after the plan has been approved by the local and state school boards, for evaluating the plan's implementation and the effectiveness of the school improvement program.

School Site Councils derive power from their budgets, which they have the discretion to use for implementing school improvement activities

---

*However, the schools and the district chose to apply for SIP funds.

such as staff development, and to support needed programs and materials that supplement (not supplant) existing categorical and base funds.[9] At Salida Valley High School the SSC is composed of four students, four parents, five classroom teachers, the principal, a counselor, and the librarian.

The Curriculum Forum was established in December 1976 by the staff of the reorganized high school. Its members have held leadership roles in the district for an average of fifteen years. Decisions made here are presented as recommendations to the principal, and, if approved, are sent to the Secondary Curriculum Council (which represents the curriculum making bodies of the junior and senior high schools), thence to the Curriculum Cabinet, and, finally, to the Board.

The district is currently redesigning its total curriculum decision making for several reasons:

- there is a multiplicity of curricular policy groups at the district and school site level;
- the Curriculum Cabinet has proven ineffectual;
- AB65 mandates that the SSCs be integrated into the structure; and
- to insure better K-12 articulation of the curriculum.

The new structure, as it appears in its developmental stages, is strengthening the Curriculum Cabinet by establishing ad hoc subcommittees to address K-12 articulation in five major areas: (1) reading, (2) writing, (3) math, (4) science and health, and (5) social studies. The three

basic skills committees will develop the competency assessments required by AB65. The Curriculum Cabinet has also appointed a small group follow-up team composed of the junior high school counselor, an elementary school principal, the SIP project manager, and the assistant principal, to prepare a written description of the new curriculum policy structure.

When Arroyo High School was established, several of the Salida Valley High teachers most interested in new programs and educational approaches transferred to that school. Thus, when the school was converted to a junior high school and the teachers were transferred to Salida, they brought with them political viewpoints and educational values that differed from those of the majority of the members of the staff at the high school. In fact, it was three teachers who were transferred from Arroyo to Salida who were the initiators and advocates of the EXL program. Although fewer in number than their more traditional-minded colleagues, those teachers, and their allies, were highly vocal and persistent. In addition, they had the support of key individuals at the district office and on the Board.

A new principal was appointed when the staffs of the two schools were combined. A former junior high principal, he faced the important but very difficult task of uniting these two divergent staffs into one. He had to select department chairpersons, head counselor and other leadership positions very carefully in order to achieve a balance between the two groups.

In 1976 three former Arroyo teachers attempted to establish a separate, alternative school--an inconceivable proposal considering the fact that the district had just closed several schools. Although a separate school was out of the question, there was considerable support for the

development of alternatives at Salida Valley High. As one Board member recalled,

> I would not agree to the closing of Arroyo High School without ensuring that other means of providing students with educational alternatives were available to them.[10]

The tension between these two value systems--the belief that new methods must be tried and that students need alternatives, and the conviction that the traditional classroom approach is the only truly valid one and must be strengthened--is felt throughout the Salida Valley educational system. The latter belief is more widespread, but the former has some key supporters, including the assistant superintendent, the SIP project manager, the secondary instruction administrator and two of the strongest members of the Board.

EXPERIENCE-BASED LEARNING PROGRAMS IN SALIDA VALLEY UNIFIED SCHOOL DISTRICT

Students at Salida Valley High School can choose between two major experience-based educational programs: work experience (WE) and Experience-based Learning (EXL). In addition they can design an individualized experience-based course through the Independent Study Program, enroll in Camp and Recreation Leadership, or petition for credit for nonschool activities. In the summer, eligible students can participate in the Department of Labor-sponsored Summer Youth Employment Program (SYEP). With the exception of the work experience and SYEP (essentially a summer work experience program targeted for low-income youths), none of these alternatives was available prior to 1976.[11] On the following pages the transformation of proposals into approved programs is illustrated by following each of these programs through the formal and informal decision making channels of the Salida Valley district. What the programs offer students will also be examined.

WORK EXPERIENCE AND SYEP

The work experience program in Salida Valley dates back about twelve years. It was begun when the state legislature and state department of education sanctioned it as part of the state's vocational education initiatives. Participating districts had to prepare a five-year plan, which had to be approved by both the local and state boards.

At this time Salida Valley receives limited vocational rehabilitation funds. The funds are not sufficient to support a vocational program at the school in the coming year. Instead, the bulk of Salida Valley High School's vocational offerings will only be available through the Regional Occupational Program (ROP) Center. The ROP Center, which is operated under a joint powers of agreement between Salida Valley and two other communities, serves seven high schools. It offers classes at the high schools and at the Center.

State law prohibits and limits the employment of youngsters under the age of eighteen. If under age eighteen, a youngster cannot work more than four hours per day, past 10:00 P.M., or during school hours. Through the work experience program high school students can work all day on weekends and other nonschool days, until 12:30 A.M., during school hours, and are guaranteed the minimum wage. The program is an employment service for employers and, to a lesser extent, students. Many students find their own jobs and then sign up for the program.

Through work experience students can earn money while still enrolled in school, complete their high school education, and, at the same time, earn credit toward graduation for their work. In the past, at Salida Valley, students have been required to attend a weekly half-hour related instruction class or, with an excused absence, complete a learning activity packet as make-up. Budget cutbacks and resultant staff reassignments have eliminated the class.

Credit is awarded strictly on the basis of time--200 hours is equal to one carnegie unit. This formula is based on classroom seat-time, which typically yields .5 carnegie units per class per semester (five hours per week for one twenty-week semester).

Because the program has been in existence for so long it does not arouse controversy. It has become institutionalized, an accepted part of the total curriculum. It is also well-accepted because it is highly cost-effective. Although the state guidelines stipulate that the teacher*-student ratio should not be more than 1:125, Salida Valley High School enrolls more than 300 students in a program staffed by only one work experience coordinator and a career planning assistant (non-certificated position). Some 80 percent to 85 percent of the graduating seniors each year have work experience credits on their transcripts. "Fifty percent of them couldn't have graduated without work experience," reports the coordinator.[12] Nor is this cost-savings lost on the superintendent or the Board. "ADA [average daily attendance] considerations can help retain these [experience-based] programs," the superintendent stated,[13] while a Board member noted that the program contributes "twenty percent toward graduating students from the high school."[14] Despite the cost effectiveness of this program, the district is reportedly considering cutting it because of the extreme financial shortages it faces.[15]

The Summer Youth Employment Program is also directed by the work experience coordinator. SYEP, in Salida Valley, is a new name for an old program. Prior to this year it was called SPEDY, or Summer Program for Economically Disadvantaged Youth. There is no difference, however, between the two summer programs, which are funded by the Department of Labor (DOL) and the work experience program. The only distinction is that the participants must meet the income eligibility requirements for the program. Alameda County is the prime sponsor, who subcontracts to the

---

*Teacher or other certificated personnel, i.e., work experience coordinator.

Alameda County Training & Employment Board (ACTEB) which, in turn, subcontracts to the school district. ACTEB takes care of recruitment intake, and eligibility certification; the district operates the program. Participants are required to complete learning activity packets in lieu of a related instruction course (which was conducted in previous years) to meet DOL regulations. Salida Valley was allocated thirty slots in the county program on the basis of its AFDC ratio. This allocation is an indication of the number of federally-defined low-income families in the community: .5 percent.[16]

EXPERIENCE-BASED LEARNING (EXL)

The EXL program was conceived and initiated within the framework of the Reform of Intermediate and Secondary Education (RISE), a concept developed in the mid-seventies under the leadership of Wilson Riles, California Superintendent of Public Instruction. RISE was an outgrowth of Riles' involvement with the Early Childhood Education program, the philosophy of which he wanted to extend to the intermediate and secondary schools. Riles intended RISE to become a state-mandated and funded program aimed at

> transforming our educational system from one that often herds young people through a scholastic assembly line to one that is flexible, demanding, and humane enough to help every person meet his/her own needs . . . at equipping . . . learners with the knowledge, skills, attitudes, and values required for responsible and rewarding life in modern society.[17]

However, Riles' effort was blocked by Governor Brown's veto of the budget allocations for implementing RISE.*

---

*RISE was eventually incorporated into AB65.

The Salida Valley district staff planned to apply for funds under RISE to establish a separate school as a community-based, student-centered, and innovative alternative to the traditional classroom approach. They had a broad idea of what they wanted to do, but had not developed the program specifics, when the originators of EXL learned about a program called Experience-Based Career Education (EBCE). EBCE had been developed and tested by Far West Laboratory for Educational Research and Development in San Francisco under the auspices of the National Institute of Education (NIE), a part of the Department of Health, Education and Welfare. After investigating the Far West program, the staff members decided to adapt it for use in the Salida Valley district.[18]

The proponents of the RISE school (and what was to become the EXL program) encountered tremendous opposition from their colleagues, the community, and the Board. Opposition occurred for a variety of reasons.

1. Board members against the program considered the establishment of a separate school a frivolous and inappropriate expense. (This proposal was being made at the same time that the district was closing seven schools.) In addition, most members of the Board were not receptive to educational experiments and nontraditional programs. They were (and, for the most part are) skeptical of programs funded by the state or federal government and developed by outside organizations.

2. The teachers who were attempting to gain approval of the program had not yet fully developed what it was they wanted to implement.[19] Although the Far West program had undergone extensive development and testing, the staff were not sufficiently knowledgeable about it to describe it to others, nor had they worked out the details of how it would be adapted to Salida Valley. They therefore could not effectively address many of the concerns expressed by Board members, teachers, and district staff members, who voiced considerable reservations about the proposal.

3. The advocates of EXL sought approval of the Far West model as a basis for their program in May of 1977 for implementation the following fall. This request for such quick action put considerable strain on the district's policy making system.

4. The reorganization had resulted in the closing of one high school and the restructuring of the other to incorporate both staff and curricula. The newly appointed principal judged his role sufficiently difficult without the added burden of developing and implementing a new, and highly controversial, program.

5. The high school classroom teachers were already unsettled by the closing of Arroyo High School. That action resulted in re-assignments--in some cases to the junior high (considered a demotion) and in others to unfamiliar course areas. They did not relish the approval of a program that would draw students out of the classroom and further jeopardize their jobs. Furthermore, they were (and some still are) very doubtful of the educational validity of the program, which planned to award academic credit (credit in the basic course areas required for graduation) for students' activities outside the classroom.

6. These concerns were mirrored among parents of the high school students. Some parents, those who expected their children to continue to a four-year post-secondary institution, were concerned that the program would drain funds they felt should be used to improve the curriculum for college-bound students. Others resented the separation of the program from the school. They believed it smacked of elitism and represented a waste of limited district funds. Others considered the program ineffectual and permissive.

Nonetheless, by forming a coalition of key supporters, including the superintendent, assistant superintendent, the RISE project manager,* a member of the Board, the head counselor and the chairs of the social studies and English departments, the proponents of EXL were able to obtain approval to implement it. However, some restrictions were imposed:

- the program had to be part of the regular high school (it is, but it is located off the main campus);
- students may not earn more than 3 credits per year nor participate in the program for more than two years;
- credits awarded through EXL must be so designated;
- the program is limited to juniors and seniors; and,
- the staff must assume classroom assignments in addition to the EXL program.

---

*Now the SIP project manager.

Normal procedure would have been for the advocates and developers of EXL to obtain the high school principal's approval of the program before submitting it to the superintendent and, through him, to the Board. Instead, they enlisted the help of the assistant superintendent and the RISE project manager in negotiating their proposal through the district's formal decision making structure. The staff members were successful in gaining the necessary approval for their program, but in so doing they alienated their principal, with whom they had a tenuous relationship for the next two years.

Students can enroll in EXL for two or three class periods. They plan and carry out individualized projects using resources in the community. Credits are awarded on a combination of time and performance. Students' performances are compared to their previous performances and to assessments of their ability, not to each other's performance.

Each project is roughly expected to require 60 hours of work by the student--about one-third of their time should be spent with resources in the community, one-third in individual study, and one-third with the EXL staff in conference and group activities. Students are expected to complete one project for every class hour enrolled in the program. They can earn credit in any course area as long as course goals are met and outcomes are the same.

> EXL will offer the same course titles as the adopted Program Planning Guide for Salida Valley High School requiring that the goals and outcomes be the same as the regular department courses but allowing the methods and materials and experiences used to be different. The course titles are to be preceded with EXL.[20]

EXL had been in operation for almost two semesters before credit became an issue. For that reason the above cited policy statement was not

approved until the spring of 1978, although the program had been implemented in the fall of 1977.

The first year about sixty students participated in EXL; about seventy participated the second year. Enrollment for the 1979-1980 school year is down. As of May 30, 1978 only forty-five students had signed up for the program--an effect, staff believe, of the reduction of class periods for the next school year (reducing from 6 to 5½ periods a day).

The EXL program is clearly on the fringes of the high school curriculum. It will not continue without some outside funding, and the staff are well aware of that fact. For that reason they applied for state ESEA Title IVC exemplary program dissemination funds--an application that encountered some opposition from members of the Board, even from the program's longtime supporter. Members expressed concern that the program was not yet well enough developed to disseminate statewide, despite data collected by a third-party evaluator.[21]

INDEPENDENT STUDIES

A proposal for independent study was presented to the curriculum decision making bodies of the junior and senior high schools by the secondary instructional administrator in the spring of 1978. Each of these groups, the high school Curriculum Cabinet and the junior high Curriculum Council, reviewed and eventually approved an Independent Study Policy. The policy was approved by the Curriculum Cabinet in June 1978. It was written into the high school's Program Planning Guide for the next school year as a course description, including requirements and limitations. The

independent study course was approved by the Board of Education when it approved the entire school program in June 1978. However, the Independent Study Policy was not approved by the Board until March 1979.

The intent of the approved policy was to provide a mechanism for meeting individual student needs and to provide alternatives to the classroom mode of instruction. The policy statement specified that

> independent study shall be based on a written agreement signed by the student, the student's parents, or legal guardian for minor students, and the credentialed supervisor.[22]

The program was intended (1) for mentally gifted students, (2) as a method of providing for community-based learning, (3) for students who have not functioned well in the classroom environment, (4) to enable learning to result in situations beyond the scope of the classroom, (5) to meet the needs of students with medical problems (both temporary and permanent), and (6) to ease scheduling conflicts for students.

The district's child welfare and attendance supervisor sought to include high school dropouts within the context of this policy so they could complete high school without having to return to the campus. Rather than presenting his proposal to the Curriculum Forum, this district administrator went directly to the superintendent, who approved it as fitting within the definition of the independent study policy.[23] When the Board approved the policy, it tacitly approved application of that policy to high school dropouts. Thus the Curriculum Forum was presented with a fait accompli when the Board's decision was reported to it.

The significance of this sequence of events lies in the interaction between the high school decision making structure and that of the district. It demonstrates the limitations of the formal decision making structures, which cannot foresee every eventuality nor rigidly define the parameters of

policy implementation. It also illustrates the power of interpersonal relationships and access, as well as pragmatic issues that may well override intellectual and intrinsic concerns. In this case the district administrator, who knew about youngsters who were not being served by the high school as a result of his role with the district, appealed to the superintendent's budgetary concerns. He pointed out that if the district defined the independent study policy to include high school dropouts, it could claim reenrollees for ADA credit.[24]

When presented with the Board's decision, Curriculum Forum members raised a number of questions and concerns regarding the incorporation of dropouts into their policy.

- What is the possibility that an alternative to classroom attendance for dropouts will have an adverse effect on students who attend class regularly?
- Why not implement the program in the continuation school?
- Why not establish a program of general education development (GED) courses to prepare these students to pass the equivalency examination?
- Are these students capable of completing independent study courses?
- The school already provides too many alternatives.
- The policy was not endorsed for this purpose.[25]

It is evident Curriculum Forum members were not receptive to the idea.

However, their powerlessness in this instance became evident to the members of the Forum by the next meeting at which the district administrator who authored the proposal reported that he was already working with six students as the program's district coordinator and teacher.[26] The Forum approved the policy, as approved by the Board, on March 20, 1979.[27]

OUTSIDE-OF-SCHOOL EXPERIENCE

While developing the Independent Study Policy, the Curriculum Forum was also considering a policy regarding the awarding of credit for nonschool experiences.[28] (In fact, a motion was made, but not passed, to combine the independent study and outside-of-school experience policies.) This policy allows students to petition for credit for certain nonschool experiences not available through the high school. Such experiences do not require prior development of a learning contract.

The proposal was first presented to the Curriculum Forum in October 1977. At that time it was considered as part of the graduation requirements since the original proposal would "allow up to one unit maximum to fulfill graduation requirements for outside-of-school experiences not available through school district grades 10-12."[29] By March of 1978, it had become a separate item. The proposal was revised at the meeting and not discussed again until May 1978, when it was passed as amended.

This policy allows students and staff greater flexibility regarding nonschool activities. While independent studies are preplanned activities that occur, for the most part, on the school campus, through this policy students can capitalize on their off-campus activities. Students can petition for credit for travel experiences, volunteer activities, community involvement, or work. The limitations and restrictions of the program include:

- the experience must "complement" the goals of the department awarding credit;
- it must be something not available through the high school;
- it must meet the instructional standards of the school (these standards are not defined on the policy statement);

- the department chairperson must approve the petition (not just an individual instructor); and
- students cannot be granted more than two units for their non-school experiences.[30]

It is interesting to note that none of the staff or Board members interviewed made reference to this policy. It was passed by the Curriculum Forum with relatively little controversy.

CAMP AND RECREATION LEADERSHIP

A two-semester physical education course, titled Camp and Recreation Leadership, was presented and approved by the Curriculum Forum within a week. The course is designed to prepare students for leadership roles in outdoor education and recreation programs. During the first semester students take a one-hour class to develop knowledge and skills related to working with children in recreational programs, such as natural science, climate and geography, fostering children's self-esteem, emergency first aid treatment, games, arts and crafts, camp programming, five local recreation sites, plus assisting on an elementary school field trip. The field work is intended to enable students to recognize local flora and fauna, acquire experience working with children, write lessons and prepare camp activities, study local fossils, and observe recreation professionals.

None of the individuals interviewed mentioned this course when asked to name experience-based education programs offered in the district. Yet the course was approved before both the independent studies and outside-of-school experiences programs. The ease with which it obtained approval is probably attributable to the detail of the written proposal

submitted to the Forum and the similarity of the course design to social science practicums at the post-secondary level. The fact that it is a course, rather than an alternative program, and is limited to the department that developed it, were no doubt also factors in its favor.

While the experience-based programs described above were operating or being developed, other parts of the curriculum were being eliminated. Over the past three years a total of thirty-one courses have been dropped from the high school program; eleven of those were removed at the end of the 1978-1979 school year.[31] Declining enrollment, however, has not been the only event that has had dramatic impact on the decision making process of the district. State legislation has also had its effect.

IMPACT OF STATE POLICY ON THE LOCAL LEVEL

State policy has substantial impact on local educational decision making and state control has been increasing at a rapid rate over the past ten years. In spite of the fact that legally and constitutionally education in California is a state function, since the late '60s and early '70s local decisions have had to be made within narrower and narrower confines. Senate Bill 90, passed in 1972, limited the revenue-raising ability of local school boards. Up until that time local decision makers were able to use a formula to determine the funds available at the local level and to place before the community a request to raise the local tax rate. Thus, although technically the state had authority over education, in reality, until 1972 the local level was in control because it controlled the budget. SB90 eroded that control somewhat. However, through property tax revenues local education agencies still had authority over 62 percent of the state's education dollars.[32] After the passage of Proposition 13 in 1978 the state contribution to the education budget has increased to 71 percent. More importantly, the fund-raising power of local districts has been eliminated.

Proposition 13 was not the first statewide policy to limit local education decision making. In the mid-seventies the state instituted collective bargaining with teachers' unions. The implementation of this personnel procedure has had tremendous impact on decisions regarding class size, curriculum planning, hiring and firing, and cost-saving actions.

Local control (i.e. funding) has also been eroded by the Serrano (Serrano v. Priest, 1976) decision which declared that the state's method of financing education is unconstitutional, and which placed a 1980 deadline on correcting the financial structure.

Assembly Bill 65, passed in 1977, a year before Proposition 13, was the legislature's response to the Serrano decision. It also incorporates much of the philosophy and intent underlying Wilson Riles' abrogated RISE program. This multipurpose piece of legislation has three major sections: (1) mechanisms for equalizing school finances across districts using state funds; (2) state minimum competency requirements for graduation; and, (3) an authorization to implement a state school improvement program. This last section, the school improvement program, is in essence RISE under a new name and in more modest terms.

Ironically, much of what AB65 was intended to accomplish has been wiped out by budget cuts necessitated by the passage of Proposition 13. The final blow to the bill occurred this year when the state legislature decided to pass a local government bailout bill rather than reauthorize and fund AB65.

Proposition 13's impact on education in California will not be fully known for some time to come. However, preliminary findings indicate

- Termination of bond sales to fund construction of new buildings.[33]
- Neglect of building and grounds maintenance, and few, if any, capital improvement projects on top of a "maintenance backlog . . . estimated to be in excess of $740 million."[34]
- Poor morale among teachers and administrators, partly traced to their not being involved in the planning process for addressing Proposition 13.[35]
- Inability of districts to plan effectively or to develop long-range comprehensive plans given the lack of information about future budgets.[36]

- School districts unable to compete with private employers for staff members. After undergoing a training period people newly hired take positions in the private sector.[3]

- Vocational programs are becoming static because cutbacks prevent new program starts and the updating of old programs necessary to keep up with the changing job market.[38]

- Summer school has been nearly eliminated in California. Districts have cut back curricula, transportation and extracurricular activities.

In addition, the legislative bailout to offset the fiscal problems caused by Proposition 13 runs counter to the Serrano decision and will not be useful as more than a stop-gap measure.[40]

In Salida Valley Proposition 13 has been a compounding factor. The district had already been experiencing severe budgetary difficulties because of its declining enrollment--difficulties that were worsened by poor financial management. Because of this the district has implemented a variety of measures to reduce costs. Positions vacated by attrition have not been filled. Central office positions have been eliminated or reduced, with some staff members reassigned to school site administrative and teaching positions. Transportation to and from school had been reduced before Proposition 13; however, the district policy with regard to transportation now states, "maintaining the instructional program will have priority above funding for home-to-school transportation."[41]

Reassignments of staff members creates a much greater need than usual for staff development activities. Instructors who are teaching courses outside their major, and in some cases, minor fields need refresher training in those disciplines. Teachers who have been transferred from one grade level to another need assistance in working with another age group and in teaching different material. All reassigned staff need help overcoming feelings of frustration and inadequacy. One of the important

features of AB65 was its mandate for providing staff development release time for teachers as a school improvement method.

The state bailout funds earmarked for schools require that districts meet state requirements for salary increases (which now must be tied to those of state employees), use their reserve funds, and fund specific programs identified by the state. As a result, the state is assuming ever more control over the local education policy makers.

CONCLUSIONS

This look at the Salida Valley Unified School District illustrates educational politics in this country, which operates on three levels: the federal, the state, and the local school district. Decisions are made and supported with funds, to varying degrees, on the basis of needs and solutions as perceived at each level. Policy makers at the federal, state, and local school district levels make decisions they deem necessary and appropriate.

At the federal level decisions are made on the basis of information received from all 50 states. Most, if not all of the time, these decisions address the mean. That is, federal legislation and regulations are written to resolve problems that have been defined by cumulative data from across the country. Rarely are bills or their resultant regulations written to foster adaptation to the particular situation in each state. At the same time, federal policy is dependent upon implementation at the state and local levels. Something of tremendous concern to decision makers in Washington must thus be transmitted to the state education policy makers and thence to the local level. In the process, much of the impact of this concern is lost.

State education policy makers have their own concerns. These, expressed in the form of legislation and funds, are communicated to local decision makers who are responsible for carrying them out. In this regard the state faces a task similar to that of federal education policy makers.

They must impress the importance of carrying out state decisions, as well as federal ones, upon the local structure. It is at the local level that all these concerns, including local ones, must be balanced. Each school district will address the multiple demands and pressures of the federal, state, and local levels differently, depending upon its characteristics.

In Salida Valley, largely because of its demographic make up, the federal level has had little impact upon its educational system. What effect federal policy makers have had is evident in a program for the handicapped (not within the scope of this study), indirectly through the EXL program, which was based upon a federally-developed, alternative education model, and through CETA's youth employment and training program. The federal decision to link youth employment and training programs with the educational structure appears in Salida Valley as a small summer youth employment program that bears striking resemblance to past work experience programs except that it is limited to CETA eligible youths. (This year there is no summer work experience program because of budget cutbacks in the district.)

Although the federal level has not yet had much impact on local decision making in Salida Valley, the state has. The California State Education Code restricts district behavior in everything from personnel matters to scheduling, curriculum planning and development, and transportation of students. AB65, an outgrowth of RISE and a response to the Serrano decision by the courts, limits local fiscal control of all districts and specifies local decision making structures for schools receiving School Improvement funds. Proposition 13 imposed additional limitations on local budgets. Without the ability to control their own budgets, local

policy makers can only make decisions within a narrow range of choices.

Decisions being made at Salida Valley are hard ones. They are decisions concerning what schools to close down, which programs to cut back or eliminate, what people to transfer and where. Such decisions are based on legal requirements and local priorities. In Salida the position of district director of career education was eliminated. (Career education is not mandated in California.*) The work experience program has been cut to a minimum. The school day has been shortened. With fewer hours in the day to complete requirements and necessary elective courses, students are unable to enroll in nontraditional programs, such as EXL.

As a result, local policy makers do not believe they are making decisions. Board members reported they felt their powers were limited--by the knowledge and expertise of the district staff, by the state education code, and by federal and state program guidelines and requirements. District staff felt less controlled by state and federal program guidelines than Board members, but reported concern over the extremely limited fiscal control of the district.

There is considerable distrust among local decision makers of those at the state and federal level. Local people do not believe the state and federal decision makers understand local needs and concerns. They are all too often correct insofar as state and federal decision makers target their efforts on the mythical mean: that non-existent state or school district that exhibits general characteristics not quite fitting any real state or district. At the same time, state and federal policy makers often view

---

*This has just recently been changed. In August, 1979 the State Legislature passed a bill requiring school districts to include career education in their curricula.

local districts with skepticism, believing that their valid concerns are at best ignored, at worst perverted, by local decision makers. If federal and state priorities were more attuned to individual needs (of states and local districts respectively) they might be more closely implemented as envisioned. And if local decision makers had more direct access to federal and state policy makers they might carry out federal and state legislation with more attention to their spirit as well as their letter.

One answer to this problem might be the establishment of direct contact between local, state and federal decision makers. At present contact is limited to representation of local boards through a nationwide association at the federal level (the National School Boards Association) and through the state Board. State boards are similarly represented at the federal level (the National Association of State Boards of Education). Members of local boards should be included in advisory panels. Their opinions should be sought on specific topics at brief local meetings or conferences. The educational system of this country was not intended to function in one direction only: from the top down. Communication should flow in both directions. And it appears now, at least in Salida Valley, that new channels should be established to ensure the flow from the bottom up.

NOTES

[1]Sanford M. Dornbusch and W. Richard Scott, Evaluation and the Exercise of Authority (San Francisco: Jossey-Bass, Inc., 1975), p. 267.

[2]Experience-Based Career Education (EBCE) is a program model for crediting experience-based learning at the secondary level that was developed under the auspices of the National Institute of Education by four regional educational laboratories (Appalachia Educational Laboratory, Far West Laboratory for Educational Research and Development, Northwest Regional Educational Laboratory, and Research for Better Schools, Inc.) between 1971 and 1976. The Youth Employment and Demonstration Projects Act (YEDPA) of 1977 (an amendment to the Comprehensive Employment and Training Act (CETA) of 1973) mandates the awarding of "academic credit" for participants' experiences to the extent possible. These programs and similar efforts nationwide, including competency-based education, have been at the forefront of efforts to change the structure of the educational system, particularly with regard to credit, in recent years.

[3]Interviews with School Board members, 6/29/79, 7/2/79, 7/5/79, 7/10/79. Interview with the assistant superintendent, 6/6/79. Linda Green, Ann Lessig, Jean Squires, Ruth Levenson, The 1978-79 Narrative Analysis for the ESEA, Title IV, Part C Project, p. 15b.

[4]Interview with Board member #2, 7/2/79.

[5]Interview with Board Member #4, 7/10/79.

[6]Interview with Board member #5, 7/10/79.

[7]Interview with Board member #3, 7/5/79.

[8]Interview with Board member #4, 7/10/79.

[9]California State Assembly Bill 65 (111-100 Reprinted 2-3-78 10M), approved by Governor September 17, 1977, filed with Secretary of State September 17, 1977, pp. 45ff.

[10]Interview with Board member #4, 7/10/79.

[11]This was clear from reviewing the minutes of Curriculum Forum meetings and by reviewing written information on the EXL program.

[12]Interview with work experience coordinator, 6/12/79.

[13]Interview with superintendent, 7/2/79.

[14]Interview with Board member #4, 7/10/79.

[15]Telephone conversation with work experience coordinator, 7/20/79.

[16]Interview with work experience coordinator, 6/12/79.

[17]California Commission for Reform of Intermediate and Secondary Education (RISE), Report of the California Commission for Reform of Intermediate and Secondary Education (Sacramento: California State Department of Education, 1975), pp. 1, 3.

[18]EBCE was developed and tested during a seven-year period of time. The EXL staff were trained by Far West Laboratory EBCE staff members and were provided curriculum and implementation materials and some technical assistance.

[19]Interviews with the EXL staff members, 4/5/79, 4/6/79, and 5/1/79.

[20]Salida Valley High School Daily Bulletin, 3/10/79.

[21]EXL evaluation data, results and conclusions are presented in the district application for ESEA Title IV-C report titled, The 1978-79 Narrative Analysis for the ESEA, Title IV, Part C Project.

[22]Curriculum Forum Minutes, 6/6/79, Supplement #1: Independent Study Policy.

[23]Curriculum Forum Minutes, 3/20/79, Attachment: Inter-office Communication--Proposal for Independent Study.

[24]Interview with secondary SIP project manager, 4/6/79. Curriculum Forum Minutes, 2/6,13/79.

[25]Curriculum Forum Minutes, 2/6,13/79.

[26]Curriculum Forum Minutes, 3/6/79.

[27]Curriculum Forum Minutes, 3/20/79.

[28]Curriculum Forum Minutes, 5/2/78.

[29]Curriculum Forum Minutes, 10/18/77.

[30]Curriculum Forum Minutes, 5/2/79, Attachment: Outside-of-School Experience Policy.

[31]Memo from the high school principal to the School Board, 3/8/79.

[32]Ed Salzman (ed.) and Maureen S. Fitzgerald (project director), "Special Report: Proposition 13 and the Schools," Tax Revolt Digest (Sacramento: California Center for Research and Education in Government, 12/78), p. 1.

[33]Ed Salzman (ed.) and Maureen S. Fitzgerald (project director), Tax Revolt Digest: News and Analysis (Sacramento: California Center for Research and Education in Government, 6/79), p. 5.

[34]Ibid.

[35]California Advisory Council on Vocational Education, A Study of the Impact of Proposition 13 on Vocational Education: A Summary Report (3/79), pp. 30-31.

[36]Ibid., p. 30.

[37]Ibid. Also similar information can be found in notes from the interview with Board member #5, 7/10/79.

[38]California Advisory Council on Vocational Education, Impact of Proposition 13 on Vocational Education, p. 30.

[39]Solveig Torvik, "Charging Students To Play Sports," San Francisco Chronicle, 7/19/79, p. 2. Also see Salzman and Fitzgerald, "Special Report," Tax Revolt Digest, p. 2.

[40]Salzman and Fitzgerald, "Special Report," Tax Revolt Digest, pp. 5-6.

[41]Board Minutes, 3/13/79, p. 2.

APPENDIX

METHODOLOGY AND DATA SOURCES

The study was conducted between April and July 1979. It was severely limited by the fact that the author was the only person working on the study and she was not able to devote her energies to it full time. As a result, she could not develop as close a relationship with key persons as would have been possible otherwise. Her work schedule forced her to spend concentrated periods of time in the district broken by lengthy absences.

The research schedule was somewhat offset by the fact that the researcher was not an entirely unknown figure to members of the district staff. She had been on the staff of the Far West Laboratory EBCE project when the EXL staff sought training and technical assistance. However, this fact may have biased the reaction of district staff members to the researcher by her association, however, old, with the EXL program.

Data about the Salida Valley Unified School District were collected through:

- unstructured interviews of Board of Education members and key district and school site staff members;
- nonparticipant observation of meetings of the Board, the School Site Council, and special intragroup meetings;
- review and analysis of meeting minutes of the Curriculum Forum and the school board;

- collection and analysis of experience-based learning policy statements; and,
- review of program reports and catalogs and other pertinent printed information about the district, the high school, and experience-based learning programs in the district.

Information regarding state policies having an impact on local education decision making and on experience-based learning programs were collected through:

- an unstructured interview with a key staff member of the Senate Education Committee;
- review of California State legislation (AB65 and Proposition 13);
- review of legislative analysis and impact studies of legislation (see Bibliography); and,
- books and papers on state policy making (see Bibliography).

Within the Salida Valley District, interviews were conducted with every member of the Board, the superintendent and assistant superintendent of the district, the secondary SIP project manager, the secondary instruction administrator, the high school principal, the EXL staff, and the assistant director of career and vocational education/work experience coordinator. The interviews were not conducted according to a structured protocol, but covered a specific set of topics. These topics included: (1) the policy making roles of the Board and the district staff respectively, (2) Board/district staff interaction, (3) the number and function of district decision making groups, (4) formal versus informal decision making processes within the district, (5) the operation of the policy making structure with regard to experience-based learning, (6) the number

and kind of experience-based programs in the district, (7) the impact of state policy on local decision making, and (8) the impact of fiscal constraints on local decision making, especially with regard to experience-based learning.

The author's viewpoints regarding the federal education policy process are the result of having worked at the National Institute of Education in Washington, D.C. (it is a part of the Department of Health, Education, and Welfare) as an Education Policy Fellow from September 1977 to September, 1978. Her position was a fellowship position and a part of the Education Policy Fellowship Program operated by the Institute for Educational Leadership of the George Washington University.

BIBLIOGRAPHY

Aufderheide, J. Alan. State Policy Making for the Public Schools of California. Educational Governance Project. Columbus, OH: Ohio State University, February, 1974.

Campbell, Ronald F., and Tim L. Mazzoni, Jr. State Policy Making for the Public Schools. Berkeley, CA: McCutchan Publishing Company, 1976.

California Advisory Council on Vocational Education. A Study of the Impact of Proposition 13 on Vocational Education: A Summary Report. March 1979.

California Commission for Reform of Intermediate and Secondary Education. Report of the California Commission for Reform of Intermediate and Secondary Education. Sacramento, CA: California State Department of Education, 1975.

California State Legislature. Assembly Bill No. 65. September 17, 1977.

Cal-Tax News. "Proposition 13 vs. Prop. 8/SB1--An Analysis." Sacramento, CA: Cal-Tax News, March 15, 1978.

Clark, Woodrow W., Jr. Teacher Participation in School-Site Governance: An Ethnographic Study of School Change. Chicago: Center for New Schools. June 1979.

Dornbusch, Stanley M., and W. Richard Scott. Evaluation and the Exercise of Authority. The Jossey-Bass Behavioral Science Series. San Francisco: Jossey-Bass, 1975.

Iannaccone, Laurence and Peter J. Cistone. The Politics of Education. Eugene, OR: ERIC Clearinghouse on Educational Management, University of Oregon, 1974.

Salzman, Ed (ed.), and Maureen Fitzgerald (project director). Tax Revolt Digest: News and Analysis (Vol. 1, No. 8). Sacramento, CA: California Center for Research and Education in Government, June 1979.

_____. "Special Report: Proposition 13 and the Schools." Tax Revolt Digest: News and Analysis, December 1978.

Riles, Wilson. "Memorandum to School Public Information Officers and Education Writers on Proposition 13 Impact on School Districts and ECS Public Opinion Survey." Sacramento, CA: California State Department of Education, May 15, 1979.